

CONSTRUCTION OF A HYDROELECTRIC PROJECT IN
OREGON

NOVEMBER 7, 1995.—Committed to the Committee of the Whole House on the State
of the Union and ordered to be printed

Mr. BLILEY, from the Committee on Commerce,
submitted the following

REPORT

[To accompany H.R. 1290]

The Committee on Commerce, to whom was referred the bill
(H.R. 1290) to reinstate the permit for, and extend the deadline
under the Federal Power Act applicable to the construction of, a
hydroelectric project in Oregon, and for other purposes, having con-
sidered the same, report favorably thereon with an amendment and
recommend that the bill as amended do pass.

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AMENDMENT

The amendment is as follows:

Strike out all after the enacting clause and insert in lieu thereof
the following:

SECTION 1. REINSTATEMENT OF PERMIT EXTENSION DEADLINE.

Notwithstanding the expiration of the permit and notwithstanding the time period specified in section 13 of the Federal Power Act (16 U.S.C. 806) that would otherwise apply to the Federal Energy Regulatory Commission project numbered 7829, the Commission shall, at the request of the licensee for the project, reinstate the permit effective May 23, 1993, and extend the time period during which the licensee is required to commence the construction of the project so as to terminate on May 25, 1999.

PURPOSE AND SUMMARY

The purpose of H.R. 1290 is to extend the deadline for the commencement of construction of a hydroelectric project in Oregon licensed by the Federal Energy Regulatory Commission (FERC) until May 25, 1999.

BACKGROUND AND NEED FOR LEGISLATION

Section 13 of the Federal Power Act (16 U.S.C. § 806 (1988)) establishes time limits for commencement of construction of a hydroelectric project once FERC has issued a license. The licensee must begin construction not more than two years from the date the license is issued, unless FERC extends the initial deadline. However, section 13 permits FERC to grant only one extension of that deadline for not longer than two additional years . . . when not incompatible with the public interests. Accordingly, FERC lacks authority to extend the deadline beyond a maximum of two years from the original deadline for commencement of construction. Therefore, a license is subject to termination if a licensee fails to begin construction within four years of the date the license is issued.

H.R. 1290 would extend the deadline for the commencement of construction for a 1.8 megawatt hydroelectric project (Project No. 7829) until May 25, 1999, which is ten years after the date the license was issued. The license for Project No. 7829 was terminated by order of FERC on September 21, 1993 for failure to commence construction. According to the project sponsors, construction has not commenced for lack of a power purchase agreement. H.R. 1290 does not ease the requirements of a hydroelectric license, but merely extends the period for commencement of project construction.

Lack of a power sales contract is the main reason construction of licensed hydroelectric projects has not commenced. It is very difficult for a hydroelectric project sponsor to secure financing until it has been granted a license, and once it has been granted a license the construction deadline begins to run. Without a power sales contract, a project generally cannot be financed. There are other obstacles to commencement of construction, such as protracted proceedings on a licensee's application for a dredge and fill permit from the Army Corps of Engineers under section 404 of the Clean Water Act. FERC has testified that in such cases it has issued orders staying the license until matters are resolved, suggesting that extension legislation is not needed in order to address delays beyond the control of the licensee. However, this does not apply to delays that are subject to the control of the licensee, such as lack of a power sales contract.

One reason it is difficult for project sponsors to obtain power sales contracts is the changing nature of the electric industry in the United States. As the industry has become more exposed to

competition, utilities are seeking to lower their costs and increase their flexibility. The term of power sales contracts that finance hydroelectric projects range up to 25 to 30 years, and utilities are trying to avoid purchase agreements with long terms. In addition, the generating cost of these projects may not be as favorable as other alternatives.

HEARINGS

The Subcommittee on Energy and Power held a hearing on H.R. 1290 and various other legislative proposals to extend the deadline for commencement of construction on October 18, 1995. Testimony was received from Ms. Susan Tomasky, General Counsel, Federal Energy Regulatory Commission.

COMMITTEE CONSIDERATION

The Subcommittee on Energy and Power met in open markup session on October 18, 1995, and approved H.R. 1290, as amended, for Full Committee consideration by a voice vote, a quorum being present. The Full Committee met in open markup session on October 25, 1995 and ordered H.R. 1290, as amended, reported to the House by a voice vote, a quorum being present.

ROLLCALL VOTES

Clause 2(l)(2)(B) of rule XI of the Rules of the House requires the Committee to list the recorded votes on the motion to report legislation and on amendments thereto. There were no recorded votes taken in connection with ordering H.R. 1290, as amended, reported. A motion by Mr. Bliley to order H.R. 1290 reported to the House, as amended, was agreed to by a voice vote.

COMMITTEE OVERSIGHT FINDINGS

Pursuant to clause 2(l)(3)(A) of rule XI of the Rules of the House of Representatives, the Subcommittee on Energy and Power held legislative hearings and made findings that are reflected in this report.

COMMITTEE ON GOVERNMENT REFORM AND OVERSIGHT

Pursuant to clause 2(l)(3)(D) of rule XI of the Rules of the House of Representatives, no oversight findings have been submitted to the Committee by the Committee on Government Reform and Oversight.

NEW BUDGET AUTHORITY AND TAX EXPENDITURES

In compliance with clause 2(l)(3)(B) of rule XI of the Rules of the House of Representatives, the Committee states that H.R. 1290 would result in no new or increased budget authority or tax expenditures or revenue.

COMMITTEE COST ESTIMATE

The Committee adopts as its own the cost estimate prepared by the Director of the Congressional Budget Office pursuant to section 403 of the Congressional Budget Act of 1974.

CONGRESSIONAL BUDGET OFFICE ESTIMATE

Pursuant to clause 2(l)(3)(C) of rule XI of the Rules of the House of Representatives, following is the cost estimate provided by the Congressional Budget Office pursuant to section 403 of the Congressional Budget Act of 1974:

U.S. CONGRESS,
CONGRESSIONAL BUDGET OFFICE,
Washington, DC, October 27, 1995.

Hon. THOMAS J. BLILEY, Jr.,
*Chairman, Committee on Commerce,
House of Representative, Washington, DC.*

DEAR MR. CHAIRMAN: The Congressional Budget Office has reviewed H.R. 1290, a bill to reinstate the permit for, and extend the deadline under the Federal Power Act applicable to the construction of, a hydroelectric project in Oregon, and for other purposes, as ordered reported by the House Committee on Commerce on October 25, 1995. CBO estimates that enacting the bill would have no net effect on the federal budget.

The bill would reinstate the permit for, and extend the deadline for construction of a hydroelectric project currently subject to licensing by the Federal Energy Regulatory Commission (FERC). These provisions may have a minor impact on FERC's workload. Because FERC recovers 100 percent of its costs through user fees, any change in its administrative costs would be offset by an equal change in the fees that the commission charges. Hence, the bill's provisions would have no net budgetary impact.

Because FERC's administrative costs are limited in annual appropriations, enactment of this bill would not affect direct spending or receipts. Therefore, pay-as-you-go procedures would not apply to the bill. In addition, CBO estimates that enacting the bill would have no significant impact on the budgets of state or local governments.

If you wish further details on this estimate, we will be pleased to provide them. The CBO staff contact is Kim Cawley.

Sincerely,

JUNE E. O'NEILL, *Director.*

INFLATIONARY IMPACT STATEMENT

Pursuant to clause 2(l)(4) of rule XI of the Rules of the House of Representatives, the Committee finds that H.R. 1290 would have no inflationary impact.

ADVISORY COMMITTEE STATEMENT

No advisory committees within the meaning of section 5(b) of the Federal Advisory Committee Act were created by this legislation.

SECTION-BY-SECTION ANALYSIS OF THE LEGISLATION

Section 1. Reinstatement of permit extension deadline

This section directs FERC, upon the request of the licensee for Project No. 7829, to reinstate the license for the project and extend the deadline for commencement of construction until May 25, 1999.

CHANGES IN EXISTING LAW MADE BY THE BILL, AS REPORTED

In compliance with clause 3 of rule XIII of the Rules of the House of Representatives, the Committee finds that no changes in existing law are made by H.R. 1290.

